

ROYAL IRISH CONSTABULARY.

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REPORT

OF THE

COMMITTEE OF INQUIRY,

1901.

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Presented to both Houses of Parliament by Command of His Majesty.

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# ROYAL IRISH CONSTABULARY.

## REPORT

TO

HIS EXCELLENCY GEORGE HENRY EARL CADOGAN, K.G.,  
&c., &c., &c.,

Lord Lieutenant-General and General Governor of Ireland,

UPON

CERTAIN REPRESENTATIONS MADE BY MEMBERS OF THE ROYAL  
IRISH CONSTABULARY

IN

MEMORIALS ADDRESSED TO HIS MAJESTY'S GOVERNMENT, 1901.

Dublin, 10th October, 1901.

MAT 17 PLEASE YOUR EXCELLENCY,—

1. Under date April 12, 1901, the following letter was issued from the Chief Secretary's Office, Dublin Castle :—

"Sir,

" I am directed by the Lord Lieutenant to acquaint you that His Excellency has decided to appoint a small Committee to inquire into representations made by members of the Royal Irish Constabulary in certain Memorials which have recently been addressed to the Government.

" His Excellency has selected you as Chairman of the Committee, and hopes you will be good enough to act in that capacity. Mr. R. W. A. Holmes, C.B., Treasury Remembrancer in Ireland, and Mr. Robert F. Starkie, M.A., have also been asked to serve, and the Committee are authorized to appoint a Secretary, whose name I am to ask you to be so good as to notify.

" The Memorials will be found mainly to refer to :—

- " (1.) Increase of pay.
- " (2.) Increase of lodging allowance to married men and abolition of deduction for barrack accommodation for single men.
- " (3.) Allowances—transfer and subsistence.
- " (4.) Increase of pension.
- " (5.) Increase of widow's and children's pensions.
- " (6.) Administration of the Constabulary Force Fund—Benefit Branch.

" Various other matters of minor importance are also alluded to.

" His Excellency requests that the Committee will inquire fully into the various matters referred to in these Memorials, and will take such evidence respecting them as they may think necessary.

" The Inspector-General will arrange for the attendance before the Committee of any members of the Force whom they may desire to examine, and the service of a shorthand writer will be placed at their disposal.

" His Excellency particularly desires that the Committee will commence their inquiry forthwith, and that they will furnish their Report with the least possible delay.

" I have the honour to be,

" Sir,

" Your obedient Servant,

" D. HARREL.

"To

" Colonel Sir Howard Vincent, K.C.M.G., C.B., M.P."

## PRELIMINARY PROCEEDINGS.

2. The Committee assembled at once to consider the procedure they could best adopt to carry out Your Excellency's wishes, and in the result the following letter was addressed to Colonel Neville Chamberlain, the Inspector-General of the Royal Irish Constabulary:—

" PAYMASTER-GENERAL'S OFFICE,  
" DUBLIN CASTLE,  
" April 12th, 1901.

" Sir,

" I have the honour to inform you that His Excellency the Lord Lieutenant, &c., has, with the assent of the Lords Commissioners of His Majesty's Treasury, been pleased to nominate a Committee consisting of myself as Chairman, Mr. R. W. A. Holmes, &c., Treasury Remembrancer, and Mr. R. F. Scarle, &c., to consider certain Memorials received by His Excellency from Members of the Royal Irish Constabulary relative to their Pay and Allowances.

" In order to give effect to His Excellency's wish that the inquiry should be carried out as speedily as circumstances permit, it appears to us that the witnesses selected, while representative of the Force and the several grades as a whole, should not be so numerous as unduly to protract the investigation, or confuse the issues.

" We think, therefore, that it would be best to limit the witnesses to forty, and are of the opinion that the following cities and towns should be specially represented in that number, viz. —

Belfast.	Londonderry.	Sligo.
Cork.	Limerick.	Waterford.
Galway.		

" In order to give ample time for the selection of spokesmen having full knowledge of the facts, we do not propose taking evidence at this office until Monday, May 20th, at 10 a.m.

" Perhaps you would be so good as to cause our Secretary, Mr. John T. Drennan, to be supplied, not later than Saturday, May 11th, with a full list of the representatives selected, with their Stations, so that they may be summoned in such order as will least inconvenience either individuals, or the public service.

" Subject to the foregoing observations we would leave entirely to the Constabulary Force the selection of the witnesses representing the several grades.

" I have the honour to be,

" Sir,  
" Your obedient Servant,

" C. E. HOWARD VINCENT.

" To

" Colonel Neville Chamberlain,  
" Inspector-General,  
" Royal Irish Constabulary."

The following letters were also addressed to Chief Officers of Police in Great Britain, and an analysis of the answers received is attached to this report (Appendix XIV.). The Committee desire to express their acknowledgment of the courteous promptitude with which the information was supplied:—

(a)

" ROYAL IRISH CONSTABULARY COMMITTEE ROOMS,  
" UPPER CASTLE YARD,  
" DUBLIN.  
" 17th April, 1901.

" DEAR SIR,

" His Excellency the Lord Lieutenant of Ireland having been pleased to appoint a small Committee to consider the pay and allowances of the Royal Irish Constabulary, I am instructed by the Committee to make inquiries with regard to the rents paid by (a) married, and (b) single men in certain typical Police Forces in England.

" I should, therefore, be greatly obliged if you could, without much inconvenience, furnish me, for the information of the Committee, with a statement showing the actual rents paid in (1) Urban and (2) Suburban Districts by the men in your Force, so far as it is possible for you to ascertain them.

" The Committee would be glad to be favoured with this information by the end of the month, or sooner, if possible.

" Faithfully yours,  
" JOHN T. DRENNAN,  
" Secretary to the Committee."

(6)

"ROYAL IRISH CONSTABULARY COMMITTEE ROOMS,

"UPPER CASTLE YARD,

"DUBLIN, 2nd May, 1901.

"DEAR SIR,

"The Departmental Committee appointed by His Excellency the Lord Lieutenant of Ireland to consider certain Memorials received by His Excellency from the men of the Royal Irish Constabulary, relative to their Pay and Allowances, being anxious to institute a fair comparison between the rates of Pay of this Force and of those of certain representative Police Forces in Great Britain, have requested me to send you the enclosed Return (which shows at a glance the Weekly Pay of each rank, the only deduction made therefrom, and the allowances), and to ask you to be so kind as to furnish me, for their information, with a similar Return for your force.

"It will be understood that all single men of the R.I.C., and as many married men as can be, are provided with accommodation in Barracks (or, as it is called in Great Britain, the Station House); that all the Force and the families of the married men are provided with Medical Attendance at the public expense; that no deduction is made from their pay for Superannuation; and that in the case of married men of over ten years' service who are not accommodated in Barracks, an allowance of £1. a week is granted in aid of rent without reference to what the rent may be.

"It will be gathered, too, that the single men who, as has been stated, must live in Barracks, can by messing together, as they do, live more cheaply than would be the case if each man had to provide for himself, as must happen where the members of the Police Force do not reside in Barracks.

"In addition, therefore, to the information as regards allowances and deductions which you will give in the Return, I will ask you to be so kind as to state what, in your opinion, may be taken as the average weekly cost of board in the case of the single men of your Force who do not reside in Station Houses.

"Should there be a printed memorandum giving conditions of service, rates of pay and allowances, &c., of the men of your Force, I should be glad to be favoured with a copy, together with any other information likely, in your opinion, to be of assistance to the Committee.

"I should be glad to receive your reply not later than this day week.

"Yours faithfully,

"JOHN T. DRENNAN

"Secretary to the Committee."

## ELECTION BY CONSTABULARY OF REPRESENTATIVE WITNESSES.

3. The following memorandum was subsequently issued to the County Inspectors of the Royal Irish Constabulary by the Inspector-General upon April 16th, 1901, relating to the election by the Force of representative witnesses:—

"ROYAL IRISH CONSTABULARY OFFICE,

"DUBLIN CASTLE,

"16th April, 1901.

## ROYAL IRISH CONSTABULARY COMMITTEE ON PAY, ALLOWANCES, &amp;c.

"COUNTY INSPECTOR,

"I forward for your information and guidance the copy of a letter I have received from the Chairman of a Committee nominated by His Excellency the Lord Lieutenant to consider certain questions connected with the pay and allowances of members of the Royal Irish Constabulary.

"You will observe that the Committee have decided to limit the number of witnesses to forty, and that they name the Cities and Towns which they consider should be specially represented at the Inquiry.

"Before I can submit to the Secretary of the Committee a list of witnesses, I must be informed of the names of those selected by the men themselves.

"II. A fair proportion of the various grades has been decided to be:—

4 Head Constables;  
8 Sergeants (or Acting Sergeants);  
28 Constables.

Of these one Head Constable, and two Sergeants (or Acting Sergeants) will represent each of the four provinces of Ireland, seven Constables will represent the seven cities named by the Committee of Inquiry, and twenty-one Constables will represent the rest of Ireland.

"III. You will, therefore, at once call on the Constables in each district in your County to elect a representative to proceed to the town indicated in annexed return on the 30th April, to nominate one Constable as the representative of the County or grouped Counties. When the representatives are selected, their names and Stations are to be forwarded to me not later than the 6th May. On the 30th April the Constables in the seven following towns will elect their representatives in a similar manner:

Belfast,	Limerick,
Cork,	Sligo,
Galway,	Waterford.
Londonderry,	

"IV. The procedure to be adopted in the election of Head Constables, and Sergeants or Acting Sergeants, will be as follows:

(a) The Head Constables in each County and in the City of Belfast will elect one of their number as their representative in the manner described in paragraph (d).

(b) The Sergeants and Acting-Sergeants in each County and in the City of Belfast will also select one of their number to represent them in the manner described in paragraph (d).

(c) The towns mentioned in paragraph III, other than the City of Belfast, will, for the purpose of such election, be treated as a portion of the County in which they are situated.

(d) Each district will select one representative Sergeant or Acting-Sergeant, who, together with the Head Constable of each district, will attend at County Head Quarters on the 30th April to elect one representative for each County and for the City of Belfast.

(e) The representative Head Constable, and Sergeant or Acting Sergeant of each County, and of the City of Belfast, selected as above, will attend on the 3rd May:—

For the Province of Ulster at Omagh,  
For the Province of Leinster at Mullingar,  
For the Province of Connacht at Ballinasloe,  
For the Province of Munster at Mallow,

to select the Provincial representatives. When these are elected, their names and addresses should be reported to me not later than May 6th.

"The representatives are to travel at the public expense and to receive the usual subsistence allowances.

"A sufficient number of copies of this and of Sir Howard Vincent's letter are forwarded to you for each Station in your County, for the information of the Force.

"NEVILLE CHAMBERLAIN, Colonel,  
"Inspector-General."

RETURN OF COUNTIES, AND GROUPS OF COUNTIES, TO SELECT REPRESENTATIVE CONSTABLES.

Counties.	Number of Constables to be selected.	Place of Meeting.
Dept.	1	Dept.
Donegal, ...	1	Donegal.
Cork, S. S., ...	1	Cork.
Co. W. M., ...	1	Blarney.
Donegal, ...	1	Lethtraghney.
Donegal, ...	1	Tralee.
Donegal, ...	1	Ballyshannon.
Tyrone, ...	1	Omagh.

GROUPS OF COUNTIES.		
Donegal and Ardagh, ...	1	Cahersiveen.
Armagh and Down, ...	1	Furnacedown.
Dublin and Wicklow, ...	1	Bray.
Waterford and Kilkenny,	1	New Ross.
Waterford and Limerick,	1	Limerick Junction.
Cavan, Meath, and Tipperary, S. E., and Tipperary, S. W., ...	1	Thurles.
Monaghan, Louth, and Meath, ...	1	Albany.
Monaghan, Louth, and Meath, ...	1	Castledare.
Cavan, Kildare, and Queen's County,	1	Boyne.
Laois, Offaly, and Kilkenny,	1	Cloone.
Laois, Offaly, and Kilkenny,	1	Dundalk.
Laois, Offaly, and Kilkenny,	1	Kildare.
Laois, Offaly, and Kilkenny,	1	Mullingar.

MEETING OF COMMITTEE TO TAKE EVIDENCE.

4. According to the arrangements decided upon, the Committee met upon Monday, May 20, 1901, for the purpose of taking evidence, and sat continuously for eleven days.

Forty witnesses, elected by their comrades to speak for them, presented themselves from the Force, namely:—

4 Head Constables,

8 Sergeants,

28 Constables (one of whom had been promoted, after his election, to the rank of Acting-Sergeant). Seven of the elected Constables had been during their service either Acting-Sergeants or Sergeants.

The Committee also took the evidence of—

The Assistant Inspector-General, acting as Commandant of the Depot at Phoenix Park;

3 County Inspectors,

5 District Inspectors (whereof 3 had been promoted from the ranks)

His Majesty's Inspector of Constabulary in Scotland and the Chief Constables of Yorkshire (West Riding), Essex, Shropshire, Cornwall, Birmingham, Birkenhead, and Newcastle-on-Tyne (the four latter having served in the Royal Irish Constabulary), and the Superintendent and Chief Clerk of the City of London Police also favoured the Committee by their attendance and assistance.

The Inspector-General, whom the Committee were anxious to call, represented that in view of his recent appointment he thought it improbable that he could furnish any evidence which would assist the Committee.

THE MEMORIALS.

5. The Memorials referred to the Committee were, it should be stated, mostly printed documents, practically identical in form; a copy is attached hereto (Appendix XVII). The witnesses elected by the Force also spoke in the main from a printed paper headed "Brief, R.I.C. Committee," and there was consequently much identity in the representations made. They are generally summarised in the official letter from the Under-Secretary quoted in paragraph 1, and the conclusions of the Committee will be hereafter submitted to Your Excellency under those heads. But it will be noticed, by a perusal of the evidence, that the elected witnesses confined themselves mainly to the matters of pay and pension, and were only brought by cross-examination to the other alleged grievances set forth in the Memorials.

HISTORY, COST, AND CONSTITUTION OF THE R.I.C.

6. It is not necessary to dwell at any length upon the history or present constitution of the Royal Irish Constabulary. But it may be briefly stated that, established in 1846, practically the whole cost of its maintenance has, since 1847, been defrayed out of moneys provided by Parliament. The rates of pay of the various ranks have been several times subject to revision, and are now regulated by the Constabulary and Police (Ireland) Act, 1883 (45 & 47 Vict. c. 14). The total cost to the Imperial Exchequer appears from the Estimates for 1901-2 to be £1,376,406, of which £20,785 is recoverable from local rates, the sale of old stores, &c., leaving £1,355,621 as the net charge upon the taxpayers of the United Kingdom, of which sum £376,447 is in respect of non-effective services.

*Strength and Distribution.*

The authorised strength now consists of 5 Superintending Officers, 37 County Inspectors, 214 District Inspectors, 3 Staff Officers at Depot, 252 Head Constables, 1,859 Sergeants, 451 Acting Sergeants, and 8,880 Constables, distributed either at the Depot or in 1,475 stations—a total of 11,201, or 3,119 less than in the year 1883. This diminution in strength is a testimony

to the more peaceable condition of the country. It is possible that if this state of affairs continues, the Inspector-General may, in course of time, be able to make further recommendations in the same direction. This may possibly be facilitated by a cautiously considered amalgamation of some counties and districts, and the adoption by day, in quiet districts, of the single patrols, invariably and most advantageously employed both by night and by day by the police in Great Britain.

*Recruiting.*

There have been for the last seven years on an average over 900 candidates (of whom 10 per cent. are sons of the Force) upon the books. In the main, says the Commandant of the Depot, through whose hands they pass, the candidates are of an exceedingly good stamp, two-thirds being registered in the First Class. This fact speaks to the popularity of the Service in the country, and the general esteem in which it is held, of which, indeed, we have had ample evidence.

The resignations during the last ten years averaged slightly over one-half per cent. of the Force. During the year ending 1st December, 1900, an exceptional one owing to the war and the great demand for men of military and constabulary service at very high pay, there were 91 resignations, of which 13 were to avoid dismissal, 21 to better their position, 5 to join other Police Forces, 7 to join South African Forces, 20 in course of recruit training, and 25 on other grounds. The resignations on account of injury on duty have happily only numbered 7 in the past ten years.

This condition of affairs contrasts strongly with that prevailing in many county and urban forces in Great Britain, where, owing to the competition of other employments, the vacancies are many, and the candidates few, while serious assaults upon the Police are but too frequent.

RECOMMENDATIONS OF THE COMMITTEE OF 1882.

7. A brief reference is due to the Committee appointed by Earl Spencer, *i.e.*, when Lord Lieutenant in 1882. There were, indeed, previous Inquiries. But with the exception of very few individuals, 107 all told (of whom fifty-two are now Head-Constables and twenty-six sergeants), there is no one now in the Force who remembers the state of affairs anterior to the Inquiry of 1872. Indeed, only 2,845, or about one-fourth of those now serving below the rank of District Inspector, joined the Royal Irish Constabulary before 1882.

The Committee of 1882 recommended—

(a.) The Increments in Pay, which were subsequently adopted by the Legislature, and incorporated in the Act of 1883, improving the position of the constable of over eight years' service, as also that of the sergeant, and particularly that of the head constable.

(b.) The Pension Scale, subsequently endorsed by Parliament, and increasing the pension, on completion of twenty-five years' service,

Of a Head Constable, from £45 10s. to £62 8s.

Of a Constable (now termed Sergeant), from £36 8s. to £48 7s. 2d.

Of an Acting Constable (now termed Acting Sergeant), from £33 16s. to £48 18s. 6d.

Of a Sub-Constable (now termed Constable), from £31 4s. to £42 2s. 4d.,

with corresponding additions for further service.

(c.) The grant of a lodging allowance to married men of over ten years' service of 1s. per week.

(d.) The grant of a boot allowance of 6d. per week.

(e.) An increase in the Subsistence Allowance for absence for a night on duty.

It submitted no less than nineteen further recommendations as regards relaxation of Disciplinary Regulations, all of which were approved.

These changes involved a large additional expenditure (over £100,000 a year) upon the taxpayers of the United Kingdom, and materially advanced the comfort of the Force.

#### PRESENT PAY OF THE ROYAL IRISH CONSTABULARY.

8. It is desirable before the Committee enter upon the representations of the Memorialists and their witnesses, that we should show clearly the present pay of the several ranks, the pensions to which they are entitled, the allowances and other privileges accorded to them and to their widows and families.

The Rates of Pay, as laid down in the Schedule to the Constabulary Act, 1883, are as follows:—

Rank, &c.	Annual Pay.	Weekly Pay.
<b>HEAD CONSTABLE.</b>		
6 years and over in rank, . . .	106 0 0	40 0
3 to 6 years in rank, . . .	97 10 0	37 6
Under 3 years in rank, . . .	91 0 0	35 0
<b>SERGEANT.</b>		
4 years and over in rank, . . .	80 12 0	31 0
Under 4 years in rank, . . .	75 8 0	29 0
Acting Sergeant, . . .	73 16 0	28 0
<b>CONSTABLE.</b>		
20 years' service and over, . . .	70 4 0	27 0
15 to 20 years' service, . . .	67 12 0	26 0
12 to 15 years' service, . . .	65 0 0	25 0
9 to 12 years' service, . . .	62 8 0	24 0
7 to 9 years' service, . . .	59 16 0	23 0
4 to 7 years' service, . . .	57 4 0	22 0
0 months' to 4 years' service, . .	54 12 0	21 0
Under 6 months (Probationer), . .	39 0 0	15 0

#### ALLOWANCES IN ADDITION TO PAY.

9. The allowances to members of the Royal Irish Constabulary below the rank of District Inspector are as follows:—

(I.) Boot money, 6d. per week, £1 6s. per annum.

(II.) Lodging allowance to married Constables of over ten years' service, 1s. per week, plus remission of the 1s. per week deducted from the pay of Constables accommodated in Barracks.

(III.) For bedding and repair of arms and accoutrements, 9s. per annum.

(IV.) Subsistence allowance, if on continuous duty away from station for over eight consecutive hours—Head Constables, 1s. 8d.; Sergeants and Constables, 1s.; and if for twelve consecutive hours, Head Constables, 1s. 9d.; Sergeants and Constables, 1s. 6d.

(V.) Subsistence allowance, if absent from station for a night on duty—Head Constable, 4s. 6d.; Sergeants and Constables, 3s. 6d. per night.

(VI.) Medical attendance and medicines without deduction from pay for themselves while sick, and if married, for their wives and children.

PESSON SCALE OF THE ROYAL IRISH CONSTABULARY.

10. The Pension Scale, as laid down in the Act in question, is, without deduction therefrom pay, as under:—

SCALE OF PENSIONS.

*On Medical Certificate of fitness for further Service.*

On completion of 15 years' service,	15ths of Pay.
For each additional year from 15 to 20 years,	1/3d. "
On completion of 20 years' service,	10ths "
For each additional year from 20 to 25 years,	1/2d. "

#### Without a Medical Certificate.

On completion of 25 years' service,	.	.	.	.	.	50th of Pay
For each additional year from 25 to 28 years,	.	.	.	.	.	1/4th ..

On completion of 28 years' service the maximum pension, **3*ds***.  
If a man of any service is incapacitated by infirmity of mind or body, occasioned in the execution of his duty, he shall be granted a Pension proportionate to the results of the injury received.

THE BATES OF PENNSYLVANIA VOLUNTARY RETIREMENT AND THEREFORE—

Rank.	Service in Bank.	Annual Pay.	Pension of 25 years' completed service—1/16th of Pay.			Pension of 30 years' completed service—1/20th of Pay.		
			£	s.	d.	£	s.	d.
Head Constable,	6 years and over,	104 0 0	62	8	0	69	6	8
Do.,	5 to 6 years,	97 10 0	58	10	0	66	10	0
Do.,	Under 3 years,	91 0 0	54	12	0	60	13	4
Sergeant,	4 years and over,	80 12 0	48	7	2	53	14	8
Do.,	Under 4 years,	75 8 0	45	4	0	50	5	4
Acting Sergeant,	—	72 1 $\frac{1}{2}$ 0	43	13	6	48	10	8
Constable,	—	70 4 0	42	3	6	46	16	0

NOTE.—Pensions are calculated on the average annual amount of pay received for the three years preceding retirement, but for the men who joined the Forces before 18 June, 1883, that average is only taken where there has been a change of rank within the three years.

In the last ten years 2,759 Head Constables, Sergeants, Acting Sergeants, and Constables retired on pension, having completed 25 years' service or over. Of these 967 obtained their full Pension of two-thirds, and 554 of them were under 50 years of age, and had consequently joined the Force under 21 years of age.

Of the 1,792 taking their Pension between 25 and 28 years' service, 460 were under 45 years of age, and had consequently joined under 20, while 1,252 were between 45 and 50 years of age, and only 2 Head Constables, 32 Sergeants, and 46 Acting Sergeants and Constables were above 50. In addition to the foregoing numbers, 564 were pensioned on medical certificate, bringing the gross total of retirements in the ten years to 8,323, being an average of over 330 per annum.

The actuarial value of these Pensions, as furnished by the Royal Exchange Assurance Corporation, is given in Appendix III. It deserves close attention, and shows that, treating *Pensions as Deferred Pay*, the Pension of £42 per annum of a Constable retiring after 25 years' service at 46 years of age, has a capital value at the time of his retirement of £661, and to secure it he would have had to pay, if in private life, either that sum, or 6s. 11d. per week, or £1 9s. 8d. per month, for a period of 25 years.

#### GRANITES ON BEDMENT.

11. Men of under fifteen years' service incapacitated by infirmity of mind or body, occasioned otherwise than in the execution of their duty, may receive a gratuity not exceeding the amount of one month's pay for every completed year of service.

## PENSIONS AND GRATUITIES TO WIDOWS AND CHILDREN.

12. The widows of men of over fifteen years' service who die from natural causes while serving in the Force, and the widows of men of any service who die from injuries received in the execution of their duty, are entitled to a pension of £10 a year for life, or until they re-marry, and each child to a yearly allowance of £3 10s. until he or she attains the age of fifteen years.

The widows of men of under fifteen years' service who die from natural causes while serving in the Force, may receive a gratuity not exceeding the amount of the gratuity which could have been paid to the deceased husband if he had, at the time of his death, become incapacitated and retired.

Under the first-named regulation £3,886 was provided in the current year's Estimates for pensions to 218 widows and 604 children, while under the latter, £3,863 has been paid in the last ten years to the families of men dying while serving in the Force, and £2,055 to the families of 49 pensioners who died within twelve months of their retirement.

Appendix XL

Pensions and gratuities to widows and children are also granted from—

(a.) The Constabulary Force Fund, which was created for the benefit of the Constabulary by 6 & 7 Wm. IV., c. 13, and 2 per cent. (subsequently reduced to  $\frac{1}{2}$  per cent.) was deducted from the pay of the Force towards it. But 46 & 47 Vict., c. 14, closed the Fund for men joining the Force after 1883. It applies, therefore, to but a small and rapidly decreasing number of those now serving. In 1891 the Fund was saved from insolvency by a Parliamentary Grant of £150,000. It appears that between January 1, 1893, and March 31, 1901, grants exceeding £28,000 were made to 205 families of men dying in the service, and grants exceeding £83,000 to 1,114 families of pensioners.

(b.) The Queen's Jubilee Fund, which was established in 1887, and has already a capital of over £21,000 and an income last year of £2,750. It is formed partly by the voluntary contributions of the Force, who subscribe thereto—as the London Metropolitan and City Police do to their Orphanage at Twickenham—and partly by the profits arising from athletic and other gatherings. This Fund is managed by a committee of officers and men. It is not improbable that the Committee may soon find itself in a position either itself to distribute, or to place in the hands of the Inspector-General (for men do not like their sorrows being discussed by comrades) a portion of its income, to give a helping hand to members of the Force at a time of personal or family illness or affliction, or under other exceptional circumstances.

## PRIVILEGES AS TO LEAVE AND TRANSFER.

13. There are two privileges in the Royal Irish Constabulary, which deserve mention, viz. :—

(a.) A month's continuous leave per annum upon full pay.

(b.) The opportunity of transfer from one county to another, without loss of service, if the County Inspectors in the two Counties agree to the transfer. Although this is possible occasionally in England, so many complex questions concerning pensionable service arise between the Local Authorities that instances of it are rare.

## PROSPECTS OF PROMOTION IN THE ROYAL IRISH CONSTABULARY.

14. It should also be stated that no Police Force in the United Kingdom offers such prospects of promotion to an intelligent, reliable, persevering, well-conducted man. The present authorised strength is—

252 Head Constables ;  
1,859 Sergeants ;  
451 Acting Sergeants ;

in all 2,562 posts above the rank of Constable. There are, therefore, excellent chances of advancement. Indeed it would appear that every well-conducted and efficient Constable, who has the necessary qualifications, has a prospect of promotion before retirement; as a matter of fact two out of three of those of from 22 to 24 years' service have secured it.

Promotion to the rank of Acting Sergeant is given to a Constable of the County in which the vacancy occurs, except in a small number of cases when a man, who has qualified by competition for the rank, may be brought in from another County.

Promotion to the rank of Sergeant is general throughout the Force. Each County, and the City of Belfast, has a fixed strength of Sergeants and Acting Sergeants, although the number of each rank may vary. Acting Sergeants, if they have continued to be eligible, are promoted by seniority to the rank of Sergeant as vacancies occur throughout Ireland; they remain when promoted in their own Counties, and Constables are promoted to the rank of Acting Sergeant in the Counties where the vacancies for Sergeants occur.

When there is a vacancy in the rank of Head Constable, a Sergeant, irrespective of locality, is promoted, and is sent to the County where the vacancy exists.

This system equalises promotion to the ranks of Sergeant and Head Constable throughout Ireland. Acting Sergeants and Sergeants in Counties where vacancies are few, are therefore not prejudiced by that fact.

In the County, City, or Borough Police Forces in Great Britain promotion is, of course, confined to the respective Forces.

#### THE ROYAL IRISH CONSTABULARY IS THE MAIN A RURAL FORCE

15. Another distinguishing feature of the Royal Irish Constabulary is the fact that as a whole it is a rural force. The City of Dublin is not within its jurisdiction, and the police in the Cities of Belfast, Cork, and Londonderry receive special allowances to meet the extra expenses entailed upon them in a large centre of population.

These additional allowances are as follows:—

	Per Week		Per Year	
	s. d.	£ s. d.	£ s. d.	£ s. d.
In the Cities of Belfast and Londonderry each man receives:—				
(1.) For extra cost of lodging and living (37 and 38 Vic., c. 80, s. 8).	2 0	5 4 0		
(2.) For night watching, at 6d. per night for each night so employed, equivalent to	0 9	1 19 0		
	2 9	7 3 0		
In the City of Cork each man receives an allowance of 6d. a day for beat duty when so employed, equivalent to 2s. 9d. per week,				
	2 9	7 3 0		

NOTE.—It has been ascertained that the allowance for night watching in Belfast and Derry is worth, on the average, about 9d. a week to each man, over and above the allowance of 2s. per week under 37 and 38 Vic., c. 80, s. 8.

The Cork beat duty allowance is worth, on the average, about 2s. 9d. per week to each man, which places the Cork Force in practically the same position as those of Belfast and Derry.

So popular is service in these cities by reason of the increased opportunities for the education and employment of children, that the requests for transfer thereto are frequent. The Commandant of the Depot also informed us that, when recently he called for volunteers for Belfast, every man in the class stepped forward.

The fact that the Royal Irish Constabulary is upon the whole a rural force is of importance in determining the expenses which its members have to bear.

#### REPRESENTATIONS OF WITNESSES AS TO PAY.

16. The elected witnesses who were sent to give evidence before us were almost unanimous in claiming that the Royal Irish Constabulary should be placed on the same scale of pay as the Police Force of the City of London, which happens to be the highest paid Police Force in the United Kingdom—that is, that the present maximum pay of the Head Constables should be raised from £104 to £182 per annum, that of the Sergeants from £80 12s. to

£185 12s., and that of the Constables from £70 4s. to £104 per annum, the pay of the junior members of the respective ranks to be increased in proportion—the Constable to reach the maximum of £104 per annum at from ten to twelve years' service.

The present total annual pay of the Head and other Constables of the Royal Irish Constabulary is £722,255; the various increases of pay claimed would entail an addition of about £390,000 per annum to that amount.

Three of the elected witnesses suggested the rates of pay of the Police Forces of Lancashire or the County of Durham as standards of pay for the Royal Irish Constabulary. With these exceptions, the evidence of any one witness was practically the evidence of all.

The grounds put forward by the witnesses in support of the claims for increases of pay were generally those appearing in the various Memorials.

17. The special grounds on which the witnesses claimed that the Royal Irish Constabulary should be placed on the exceptionally high scale of pay enjoyed by the City of London Police were that the duties in Ireland are more varied, more important, and more dangerous than those in the City of London, and that the Royal Irish Constabulary, having been from time to time enlighised as being the model Force of the Empire and one of the most efficient bodies of men in the kingdom, the members of that Force consider they should be, if not the best paid, at least equal in pay to the best paid Police Force in the United Kingdom.

In dealing with the general grounds on which an increase of pay is sought, we shall be compelled to exclude the comparison drawn between the Royal Irish Constabulary and the City of London Police, and the consequent claim that the former Force should be placed on the same scale of pay as the latter.

If such a claim were acceded to, a Head Constable in the Royal Irish Constabulary would receive a higher pay than many of his own officers. A Sergeant would receive a higher pay than a Third Class District Inspector, and a Constable's maximum pay would equal the present maximum pay of a Head Constable.

A Head Constable would receive £67 per annum more than an Inspector in Glasgow, £52 per annum more than an Inspector in Birmingham, Newcastle-on-Tyne, or Manchester, and £65 per annum more than an Inspector in Birkenhead.

A Sergeant would receive £44 per annum more than a Sergeant in Glasgow, £31 more than a Sergeant in Birmingham or Manchester, £26 more than a Sergeant in Newcastle-on-Tyne; he would receive £18 per annum more than the highest pay of an Inspector in Birkenhead, and £5 per annum more than the highest pay of an Inspector in Birmingham or Manchester.

A Constable would receive annually £24 more than a Constable in Glasgow, £18 more than a Constable in Liverpool or Newcastle-on-Tyne, £20 more than a Constable in Birmingham, £23 more than a Constable in Manchester, the same pay as a first class Sergeant in Liverpool, the same pay as the highest paid Sergeant in Birmingham, and considerably higher pay than Sergeants in other important centres in England.

The places mentioned are large, wealthy, and populous cities and boroughs. It is to be presumed that their Police Forces are adequately paid. Why the Royal Irish Constabulary, which is mainly employed in discharging rural duties, should claim to be paid at a rate in excess of the rates of pay of these important English and Scottish Forces, we are unable to understand.

Officers of the Royal Irish Constabulary of long experience, who were examined before us, described such a claim as "aburd," "extravagant," and "preposterous." With these expressions of opinion we agree. The claim is, indeed, more extravagant than at first sight appears, as the City of London Police are subjected to heavy expenses for rent and for locomotion to and from their residences, which, in the large majority of cases, are necessarily far outside the city boundaries, so that the men of the Royal Irish Constabulary, if their claim were acceded to, would receive a much higher net pay than the men of the London City Force.

Evidence,  
Qs. 2717,  
4922-4,  
6509, 6714.

The pay of the City of London Police being so exceptionally high is apparently due to the fact that the Force, which numbers only 1,000 men, is a private one, maintained by the richest Corporation in the world, wholly independently of State assistance, supervision, or control.

#### REPRESENTATIONS AS TO THE COST OF LIVING IN IRELAND.

18. To support the statements in the Memorials as to the inadequacy of the pay of the various ranks, many of the witnesses produced accounts purporting to show the actual or estimated weekly or monthly expenditure of single and married members of the Force. In some instances it was stated that the expenditure of single men exceeded their pay; this can have been due solely to extravagance on the part of the men concerned. From a careful examination of the accounts and from statements of other witnesses, we are satisfied that single men are able not only to live comfortably on their pay, but can also, if prudent, save money, and in remote rural districts to a not inconsiderable amount.

It is evident that in places such as Belfast and Cork, where there are large parties of single men, the mess expenses could be considerably reduced if there was more combination amongst the men in obtaining supplies, and better organisation in the management of the mess. It was given in evidence that four bakery establishments were supplying bread separately to the men of one mess in the City of Belfast. Much the same practice appears to prevail in the purchase of other articles which are in common use. It is obvious that they could be obtained by contract at a much cheaper rate.

In some cases the alleged actual or estimated expenditure of the married men exceeded, and in certain instances largely exceeded, their pay and allowances. The following cases were quoted by witnesses:—A married Constable, with seven children, whose net annual pay was £71 14s. 11d., said he expended £100 0s. 11d. in the year; and a married Sergeant, whose net annual pay was £78 6s. 3d., said he expended £108 11s. 8d. in the year; a Sergeant, with eight children, estimated his necessary expenditure at £115 a year; a Sergeant in Belfast, with eight children, whose net annual income is £88 16s., estimated that to keep himself in reasonable comfort he would require £132 a year; a Constable, with eight children, gave his actual expenses for a month as £9 8s. 10d. The expenditure of a Constable with three children was quoted at £9. 7s. 5d. a month. It was also alleged that many married members of the Force are either in debt, or keep out of debt owing to monetary assistance received from their own or their wives' relatives.

If the various figures we have quoted are to be looked upon as typical of married men's necessary expenditure, we should be forced to the conclusion that if the married members of the Royal Irish Constabulary, whether in rural districts or in town stations, were in receipt of the maximum pay of men of their respective ranks in the best paid English City Police Forces, outside the City of London, their expenditure would, nevertheless, be largely in excess of their official incomes, and they would still be hopelessly in debt unless in receipt of assistance from other sources.

It is quite clear that the men who incur such expenditure, unless they are in possession of private means, are either extravagant or have adopted a standard of living far higher than is warranted by their position in life. We therefore excluded such estimates of expenses when dealing with the question of the adequacy, or otherwise, of the pay and allowances of the Force.

Other accounts of expenditure showed that some married men were living within their pay and allowances.

In all classes of life married persons, with large families, who are dependent on moderate incomes, find it difficult to make ends meet. An income sufficient for a single man would necessitate strict economy on the part of a married man with a large family; in such a case even a slight daily or weekly recurring extravagance in expenditure might entail a deficit at the end of the year.

Some of the accounts produced quoted prices for various articles which appear to be in excess of the usual rates. The quotations of prices for tea, an article of daily consumption, ran from 2s. 6d. to 2s. 10d. per pound, these

Evidence,  
Qs. 597-9,  
1721,  
9368-70,  
Evidence,  
Qs. 2497-8,  
3893,  
4548-9,  
7146-7,  
8884-6.

Evidence,  
Q. 9154.

Evidence,  
Qs. 1780-3,  
2434,  
5219, 5860,  
8174.

prices being paid by men who were alleged to be in an impoverished condition. It is a matter of common knowledge that many persons in easy circumstances pay prices for tea not exceeding 2s. per pound.

No serious effort was made to show that the prices of provisions have increased since 1883. On the whole, a comparison of prices in that year and in 1901 proves the contrary to be the fact.

As, however, rents have risen generally since the existing lodging allowance was fixed, it appears to be desirable that the married members of the Force who have to provide themselves with houses or lodgings should receive some further assistance in this respect.

19. The principal economic ground on which an increase of pay is claimed is that the standard of comfort has been raised, and, in support of this, attention was drawn by various witnesses to a recent reference on the part of the Chancellor of the Exchequer to the fact that the standard of comfort had been raised for everyone during the last 50 or 60 years. The pay of the Royal Irish Constabulary has, however, also risen considerably during that period.

Since the 1st September, 1866, the pay of the Head Constables, exclusive of twelve of that rank who had the extra rate, has been four times increased, namely, in all from £60 to £104 per annum, being an increase of over 73 per cent. Up to the 1st of April, 1866, the pay of a Sergeant (then styled a Constable) was £36 a year, that is, exclusive of sixty men who drew an extra rate of £4 a year. On that date the pay was raised to £49 8s., extra rate, £53 8s., and since that date it has been raised to £80 12s., being an increase in all of £44 12s. (over 122 per cent) to the maximum pay of the Sergeants, exclusive of the very small minority who drew the extra rate.

Up to the 1st of April, 1866, the pay of a Constable (then styled a Sub-Constable) was £27 14s. per annum, in that year it was raised to £42 18s.; in 1872 it was further raised to £62 8s.; and it was again raised in 1883, namely to £70 4s., being an increase of £43 10s. a year, or 153 per cent. since the year 1866.

The deduction of one shilling per week from pay for accommodation in barracks under the Constabulary and Police (Ireland) Act, 1883, did not entail a loss of income to the men from whom the deduction was made. In order to meet the deduction a shilling per week had been added to the pay of the men of all ranks, so that those who did not receive a net increase of pay, namely, the men of under eight years' service, were in as good a position, as regards income from pay, after the passing of the Act as they were before it, and the one shilling which was added to meet the deduction became pensionable pay.

Married men of under ten years' service not accommodated in Barracks, and married men of over that service, and in receipt of the lodging allowance granted in the same year, were enabled to devote to rent purposes 1s. per week, and 2s. per week respectively. The 1s. per week added to pay to meet the deduction for accommodation in Barracks was therefore a net increase of pay for the men not so accommodated.

There is no doubt that during the last 50 or 60 years the standard of comfort has risen considerably, but the advance during the last 18 years does not appear to have been of such a very marked character as would in itself necessitate a general increase of the rates of pay of the men of the Royal Irish Constabulary. Many persons in public and private employment are living on salaries which were fixed at their present figures at a period anterior to the year 1883.

20. In view of the fact that the prices of provisions have not risen during the past 20 years, and after careful consideration of the various accounts and estimates of expenditure laid before us, we are of opinion that married men of all ranks should be able to live within their pay and allowances.

We are satisfied from the evidence of Officers of the Force that the statements as to men falling unavoidably into debt are exaggerated. Men with very large families who meet with exceptional misfortune undoubtedly may have to do so.

Appendix  
XIII.

Appendix  
No. I.

Evidence,  
Qs.1622-34.  
2561-7.

## RISE IN THE WAGES OF ARTISANS.

21. Another argument used in support of the claim for an increase of pay is the fact that the wages of skilled and unskilled labourers have risen since 1883, and that, therefore, the pay of the Royal Irish Constabulary should be increased in proportion. To decide as to the validity of this argument it would be necessary to examine into the rise in the rates of wages of artisans and labourers from an earlier date, namely, from 1866, the year in which the pay of the Irish Constabulary commenced to rise.

It is evident from various reports issued by the Board of Trade (Labour Department) that the wages of artisans and labourers have risen since 1853, but it is also evident that the increase in the wages of those classes in the sixties and seventies did not approach the large increases of pay granted to the Irish Constabulary since the year 1866.

A Constable's pay has been nearly trebled since that date; a Sergeant's pay has been more than doubled.

The Constabulary were fortunate enough to receive their increases of pay in a greater proportion, and at an earlier period, than did the artisans and labourers.

We, therefore, cannot look upon the fact that these classes have received an advance in wages since 1853, as a sufficient ground for the claim that the pay of the Irish Constabulary should be also increased.

## COMPARISON OF POSITION OF ARTISAN WITH THAT OF CONSTABLE.

22. The statement in some of the Memorials that a Constable of the Constabulary is not in receipt of remuneration anything like the wages of a tradesman, has next to be considered. Assuming that a Constable of Police can be compared with an artisan, which is the sense in which the word "tradesman" has been used, we shall proceed to contrast the financial positions and prospects of the two individuals.

Before a man can become an artisan he has to spend some years learning a trade, during which time his earnings, if any, are small. When he has passed his apprenticeship his income depends on the rate of wages in the locality in which he lives, on the employment available, and on the competition of, perhaps, more skilled workmen in his particular trade. In fact, no artisan has a certain income, nor even a fairly regular income, except, perhaps, at least in Ireland, in one or two favoured places where trade is good and employment constant. In the less important towns and in the country districts there are frequent intervals of enforced idleness.

The following rates of artisans' wages in Ireland on the 1st January, 1900, are extracted from the Board of Trade (Labour Department) Report for that year:—Carpenters—28s. per week in Carlow; 30s. in Kilkenny, Lurgan and Newry; 34s. 6d. in Cork; 32s. in Limerick; 38s. in Belfast. Painters—from 28s. per week in Kilkenny to 36s. in Cork, Belfast, and Dublin. In the engineering trade:—Turners—29s. per week in Londonderry; 30s. in Drogheda; 34s. in Cork; 38s. in Belfast. Brass-moulders—34s. a week in Dublin; 38s. in Belfast. Iron-founders—34s. in Cork; 36s. in Dublin; and 38s. in Belfast. Rivettors—30s. per week in Waterford to 36s. in Belfast. Cabinet makers—30s. per week in Limerick, 35s. in Dublin, and 37s. in Belfast. Johhing printers, 20s. per week in Enniskillen, 26s. in Waterford, 32s. 6d. in Cork and Belfast, and 35s. in Dublin.

Some of the trades mentioned are of a very heavy character, requiring considerable physical strength; others demand great skill and intelligence. The rates of wages quoted are, of course, for a full week's work. Messrs. Harland and Wolff, of Belfast, in reply to our request, favoured us with a communication on the subject of the rates of wages ruling in Belfast. In this communication they say—"We are at present employing between 9,000 and 10,000 men; but a very considerable number of them do not earn full wages weekly, and a large proportion only work four or five days a week."

The provisions made by Trades Unions or benefit societies for old age and for sickness are scanty, and are, of course, intended only for the subscribers to the funds of the societies or unions. Pensions to widows are unknown. On this subject, we direct attention to the evidence of Mr. E. L. Richardson, the Labour Correspondent in Dublin of the Board of Trade.

23. A Constable joins the Royal Irish Constabulary at from 18 to perhaps 22 years of age and, after six months' training, draws 21s. per week. He obtains his lodging for 1s. per week. He is supplied with uniform clothing, with fuel and light, with free medical attendance for himself, and if married, for his wife and children; if married, and of ten years' service, and living out of barracks, he receives a lodging allowance. His pay increases in proportion to his years of service, irrespectively of his professional skill; all that is required of him is that he should comply with the regulations of the Service, and that his general health should be sufficiently good to enable him to discharge his duties as a Police Constable. If sick or on sick leave of absence, or on ordinary leave of absence, he receives his full pay and allowances. If incapacitated for further service by natural causes he receives, if under Appendix 15 years in the Force, a gratuity, if over 15 years, a pension for life. If incapacitated by injury received in the execution of his duty he receives, irrespective of service, a pension for life, and when he completes 25 years' service he is entitled to claim a pension for life; he is then free to follow other employment if he desires to do so. If a married Constable of over 15 years' service dies from natural causes his widow receives a pension and his children, if any, receive allowances up to a certain age.

24. Pensions for those who receive them may be looked upon as deferred pay, especially in the case of the Royal Irish Constabulary, where there is no contribution from pay for superannuation.

A Constable's pension on completion of 25 years' service is £42 2s. 4d. Appendix per annum; men retiring at that service vary from 43 to 48 years of age. To buy an annuity of £42 per annum to commence at 46 years of age, would require a capital sum of £661, or a payment of £1 9s. 8d. a month from the Appendix age of 21 years. To arrive at a true estimate of a Constable's income in III. comparison to the wages of an artisan, this sum should be added to his pay. £1 9s. 8d. a month is 6s. 11d. per week; that amount added to the pay of a Constable of six months' service, makes 27s. 11d. per week, and to the pay of a Constable of 20 years' service, 33s. 11d. per week. In Belfast, Appendix Londonderry, and Cork, owing to allowances special to those cities, the amounts would be 30s. 8d. and 36s. 8d. per week for the men of the services mentioned. For men of over 10 years' service who are married and in receipt of lodging allowance, the amounts in those cities would be from 38s. 8d. to 37s. 8d., and elsewhere from 31s. 11d. to 34s. 11d. These figures exceed the wages of the great majority of artisans, and very closely approach those of the most highly paid.

25. Of course an artisan may add somewhat to his wages by working overtime, but, as the normal time for work to secure the wages quoted, is 54 hours per week, extra earnings in that way cannot prevail to any great extent. However, whether this is so or not, the Constable, with his fixed and certain income, his free clothing, his free medical attendance, his small outlay for lodging, is unquestionably in a much better position financially even than the best-paid artisan, unless the latter is in constant employment, and he is quite as well off as many artisans who may be fortunate enough to be constantly employed.

It must also be borne in mind that every well-conducted Constable who has the necessary qualifications for promotion is practically certain of advancement to a higher rank and pay.

The Memorialists, in asserting that a Constable is not in receipt of anything like the wages of an artisan, appear to have ignored, or to have failed to realize, the fact that a Constable has not only a certain income in the present, but has also a pension to look forward to, whereas an artisan has neither the one nor the other.

The fact that so many young men seek to join the Irish Constabulary in preference to following a trade, ought in itself be a sufficient proof of the superior advantages attached to Police life in Ireland.

## OTHER GROUNDS ON WHICH AN INCREASE OF PAY IS CLAIMED.

26. Many of the witnesses stated, as an additional ground for claiming an increase of pay, that their responsibilities and duties have largely increased during the last twenty years owing to additional laws passed during that period, and which they have to enforce. Other witnesses stated that in Ireland the Constabulary perform, without additional remuneration, duties that in England are carried out by the Excise or civilians.

The principal statutes enforceable by the Police passed since 1882 are the Merchandise Marks Act of 1887, Explosives Act, 1883, Prevention of Cruelty to Children Act, 1894, the Criminal Law Amendment Act, 1885, and the Diseases of Animals Act, 1894. The additional duties imposed on the Police in Ireland by these Acts of Parliament must be small, and the argument founded on them does not impress us.

Many of what may be called extra duties which are performed by the Constabulary in Ireland, are in England also performed by the Police, and in many cases without extra remuneration. What appears to be exceptional in Ireland is the employment of the Police in the collection of Agricultural Statistics and in the taking of the Census. As only a comparatively small proportion of the Force is engaged on either duty, and as the taking of the Census occurs only once every ten years, it is obvious that neither of these employments can be looked upon as a ground for increasing the pay of the Force at large.

When the proportion of Police to population is so much larger in Ireland than it is in England or in Scotland, it is only reasonable to expect that the Irish Police should perform such duties as those referred to, duties which it would be impossible for the English or Scottish Police to undertake owing to their smaller numbers in proportion to population, and the immensely larger area of their respective districts.

In any case, these extra duties are not discharged by the Police in Ireland without cost to the public, the men engaged on them receive allowances which, as it appears from the evidence given before us, are not spent upon the duty, and may therefore be looked upon as remuneration.

## COMPARISON BETWEEN IRISH CONSTABULARY AND POLICE FORCES OF GREAT BRITAIN.

27. The next matter for consideration is the comparison which the Members of the Royal Irish Constabulary have instituted between themselves and the best paid English Police Forces. Witnesses asserted that the duties of the Irish Constabulary are more dangerous, more important, require more intelligence, and involve greater responsibility than those of any other Police Force in the United Kingdom, and that they, therefore, should be as well paid as the best paid English Forces. Some witnesses went so far as to say, no doubt, through ignorance of the facts, that the Royal Irish Constabulary is the worst paid Police Force in the Kingdom.

In Great Britain, each county, each city, and certain boroughs have separate and distinct Police Forces. The Exchequer contributes one-half of the cost of the pay and clothing of each Police Force, such contributions being dependent upon the certificate of a Secretary of State that the Force has been maintained in a state of efficiency in point of numbers and discipline. This certificate is based on the report of one of His Majesty's Inspectors of Constabulary. The remainder of the cost is defrayed from the local rates.

As the Royal Irish Constabulary is mainly a rural force, it appears to be more reasonable to compare them with the County Forces of Great Britain than with the Police of a few selected cities in England. We shall hereafter compare the rates of pay and allowances of the Constabulary in Belfast, Londonderry, and Cork with those of the Police in certain cities and towns in Great Britain.

## County Police Forces in Great Britain.

28. There are forty-five County Police Forces in England; there is a statutable deduction of not exceeding 2*l*. per cent. from pay for superannuation purposes. The maximum pay of the Constables in seventeen of

these Forces, after the deduction for superannuation, ranges from 23s. 1d. per week to 26s. 9*½* per week. The maximum pay of a Constable in Ireland is 27s. per week. In eight English Counties the Constables receive a few pence more per week than a Constable in the Irish Constabulary; in twelve Counties they receive from 1s. to 2s. more per week, and in eight other Counties from 2s. 7d. to 4s. 3d. more per week; these eight last quoted Counties are the centres of active mining or manufacturing industries where wages are high.

In England fifty-nine boroughs, ranging from 10,000 to 59,000 inhabitants, are policed by the Forces of the counties within the borders of which they lie.

There are thirty-one County Police Forces in Scotland. Police pay there, as in England, is subjected to the deduction of 2*½* per cent. for superannuation.

The figures now quoted are the maximum weekly rates of pay of the Constables of these Forces, less that deduction—viz., in one Force, 25s. 7d.; in two, 26s. 2d.; in one, 26s. 9d.; in one, 27s. 3d.; in five, 27s. 4d.; in four, 27s. 10d.; in three, 28s. 5d.; in twelve, 29s.; and in two 30s. 2d. In Scotland boot allowance is included in pay.

In Scotland nine burghs, with populations ranging from 10,000 to 30,000, are policed by the County Forces.

In Ireland there are eleven towns of from 10,000 to 45,000 inhabitants which are policed by the Royal Irish Constabulary without extra allowances.

In both England and Scotland the Sergeant's pay is higher in proportion to that of the Constable's than is the case in the Royal Irish Constabulary; in those countries the greater responsibility attaching to the rank of Sergeant appears to be more fully recognized.

#### *City and Borough Police Forces in Great Britain.*

29. We now compare the pay and allowances of the Constabulary in Belfast, Londonderry, and Cork with those of the Police in certain cities and boroughs in England and Scotland. It has been ascertained that the special allowances in Belfast, Londonderry, and Cork amount, on an average, to 2s. 9d. per week per man; therefore, the maximum pay and allowances, with <sup>Appendix II</sup> boot money, of the various ranks in those cities amount to—for Head Constables, 43s. 3d. per week; for Sergeants, 34s. 3d.; for Acting Sergeants, 31s. 3d.; and for Constables, 30s. 3d. These rates are exclusive of the lodging allowance to married men living out of barracks.

In Glasgow, a larger city than Belfast, but of somewhat the same character, an Inspector's maximum pay, after ten years in the rank, is 43s. 2d. per week; a Sergeant's maximum pay is 34s. 7d. per week; and a Constable's maximum pay is 29s. 11d. per week—that is, in each case, after the deduction for superannuation. Boot money is included in the pay. In Glasgow, houses are provided for 102 married men, who pay for them from £3 to £12 per annum rent, 134 single men are accommodated in barracks, for which they pay 1s. 9d. each per week; that is, 236 men, out of a total force of 1,360 men, are provided with quarters, for which they pay rent. The remaining 1,124 men find their own lodgings, and receive no rent, assistance nor allowance. Half pay is deducted when on the sick list, and there is no free medical attendance. It is obvious, in view of the foregoing figures and facts, that the Police in Belfast are financially better off than those in Glasgow, taking into account that the rent payable for public quarters in Belfast is only £3 12s. per annum, and that to the men not so accommodated, an allowance is made of £2 12s. per annum as a rent assistance. The free medical attendance, which is supplied to all men of the Irish Constabulary, and to the families of married men, represents at least 6d. per week added to pay. The comparison in the case of Belfast and Glasgow applies with <sup>Appendix II</sup> greater force to Londonderry and Cork, the population of neither of which approaches that of Glasgow. It is true that the special allowances in the Irish cities do not count for pension, but this is fully balanced by the fact that the Scottish pension scale is greatly inferior to that of the Irish Constabulary. <sup>Appendix XI</sup>

In Birmingham, Manchester, Leeds, and Newcastle-on-Tyne, an Inspector's maximum pay, after deduction of the percentage for superannuation, is 48s. 9d. per week, and in Birkenhead, 43s. 10d. In Newcastle-on-Tyne, <sup>D 2</sup>

Liverpool, Leeds, and Birkenhead a Sergeant's maximum pay, after deduction for superannuation, is 41s. per week, and in Manchester and Birmingham 39s. per week. In Manchester a Constable's maximum pay, after the usual deduction for superannuation, is 32s. 9d. per week; in Liverpool, 32s. 8d.; in Birkenhead and Newcastle-on-Tyne, 32s. 2d.; in Leeds and Birmingham, 31s. 2d.

30. The English and Scottish Constables have the advantage of attaining their maximum pay at a shorter service than is the case in the Irish Constabulary. In Scotland the final increment, except in a few cases, is reached at eight years' service—in England, in most instances, at fifteen years' service.

*Allowances and Deductions from Pay in Great Britain.*

31. The allowances and the deductions from pay vary considerably in both the City and County Police Forces in Great Britain. In some of the County Forces the Local Authorities provide houses for the married men, and charge them a rent varying from £4 to £6 per annum. In the case of Inspectors the rents are higher. In many places, both in cities and counties, a rent assistance is given to married men not provided with quarters; that is, where the rent is above a certain figure the Local Authority either pays the excess, or gives a fixed allowance per week. In some places neither a lodging allowance nor rent assistance is given. In many Forces single men have to find their own lodgings and receive no allowance, or if they are accommodated in a station house, a deduction from pay is made. The systems in vogue in the various British Police Forces for the lodging of the men vary so very greatly that it is impossible to contrast them as a whole with the fixed and uniform system established in Ireland.

32. In Great Britain in the large majority of instances the Police have to provide their own medical attendance; in no case where it is supplied does it include attendance for the man's wife or family.

Deductions from pay during sickness prevail in many of the English and in some of the Scottish Forces.

33. Although the pay of the Police in some counties and in the leading cities of England is higher than that of the Irish Constabulary, it does not necessarily follow that the men of the latter Force are financially in an inferior position. It is a well known fact that in the cities of England and in the densely populated manufacturing districts, the cost of living is higher than in any part of Ireland. The Chief Constable of Newcastle-on-Tyne gave it as his opinion that the cost of living there is 20 per cent. higher than in Belfast, in which city he had served as a District Inspector. In the mining and manufacturing counties in England, and in the large cities and towns, house rents are high and accommodation difficult to obtain. This latter fact often compels Police-men to live at a considerable distance from their stations, thereby entailing a daily charge for locomotion.

*Prospects of Promotion in Ireland and in Great Britain.*

34. An advantage of a very marked and important character which the Constables of the Irish Constabulary enjoy in comparison with those of the English and Scottish Forces is the much greater prospect of promotion in Ireland. Owing to the smallness of the Police sub-districts, and consequently large number of Police Stations in charge of Sergeants, the proportion of Sergeants to Constables is very much greater than it is in Great Britain. In Wales and in England, outside London, there were, on the 29th September, 1900, 3,321 Sergeants, and 23,020 Constables, being a proportion of one Sergeant to close on seven Constables. In Scotland, on the 31st December, 1900, there were 441 Sergeants and 3,921 Constables, being a proportion of one Sergeant to almost nine Constables.

In the Royal Irish Constabulary there are 1,859 Sergeants, 451 Acting-Sergeants, and 8,380 Constables, that is a proportion of one Sergeant, or

Acting-Sergeant, to 3½ Constables. We include Acting-Sergeants, as there is an increase of pay attached to the rank, and the holder is certain of further advancement, unless found inefficient or otherwise unfit. In England Acting Sergeants, where the rank is a probationary one, receive only Constables' pay, and are therefore not included in the foregoing figures.

Evidence,  
Qs. 388-90,  
2089-72,  
2237-41,  
3354-6.

On a comparison of the proportions of Sergeants to Constables in England, Wales, Scotland, and Ireland, it will be seen that the prospects of promotion for the Constables of the Irish Constabulary are almost double those of the men of that rank in England and Wales, and nearly treble those of the Constables in Scotland. These facts considerably enhance the value of the Constable's position in Ireland. In England, and of course to a greater extent in Scotland, many men well qualified for promotion can never hope to attain it owing to the small number of Sergeants' posts available.

The Return in Appendix V. shows that, in the year 1877, 368 men joined the Irish Constabulary, of these 332 remained in the Force up to the 31st March last; they had not yet reached the stage at which they could voluntarily retire, namely, the completion of 25 years' service. Of the 332 men only 107 had remained in the rank of Constable, 225 had become either Head-Constables, Sergeants, or Acting-Sergeants.

Appendix  
V.

In the two years 1878-9, 1,484 men joined the Force, and on the 31st March last 589 of them were still serving. Of these only 192 had remained in the rank of Constable, 397 had reached a higher rank.

These figures clearly prove the remarkable fact that two out of every three men in the Force of from 22 to 24 years' service have attained promotion.

#### DUTIES OF POLICE IN IRELAND AND GREAT BRITAIN.

35. We have now to deal with the statement that the duties of the Royal Irish Constabulary are more severe, more important, require more intelligence, and involve greater responsibility than those of any other Police Force in the United Kingdom. In disturbed localities and at periods of exceptional excitement the duties of the Police in Ireland are severe, but not necessarily more so than those of the Police in Great Britain under similar circumstances. Trade strikes on a large scale and other labour troubles produce in England at times much the same condition of affairs as the agrarian and sectarian disputes in Ireland. Agrarian crime has steadily decreased, sectarian excitement is confined to almost one province in Ireland, and (at least at present) in the large majority of the Irish counties the duties of the Police are not of a severe character. Political agitation keeps and has kept the Irish Constabulary on the alert, but it must be borne in mind that in Ireland there is practically no professional criminal class.

Evidence,  
Qs. 7944-  
7974.

36. The hours for out-door duty for the County Police Forces in Great Britain are much longer than those for the Constabulary in Ireland. In Great Britain the minimum number of hours varies from eight to ten; in the Irish Constabulary the minimum time in the counties is six hours. An impression appears to prevail amongst the men of that Force that an English policeman is free to do as he likes when he has performed his fixed turn of duty. The evidence of the English Chief Constables shows that this is not so; the men in the County Forces must be always available for duty. In the Cities and Boroughs, owing to the larger number of men and permanently fixed hours for duty, a Constable can more freely dispose of his spare time, but he must nevertheless be available for duty if required.

Evidence,  
Qs. 2156,  
7931,  
8603-8.

Evidence,  
Qs. 2013-4,  
2177-8,  
3422-4,  
5156, 7931-  
3, 8614-7,  
8998-9,  
9486.

37. The importance of Police duty depends on the condition and circumstances of the locality; in parts of Ireland the Police are discharging more important duties than the Police in parts of England, and the Police in the wealthy manufacturing districts of England are discharging more important duties than the Constabulary in the greater portion of Ireland.

The discharge of Police duty in Ireland, as in all other countries, requires a certain amount of intelligence. We are satisfied that the men of the Royal Irish Constabulary discharge their duties with the intelligence which they

possess in common with their countrymen, but we cannot look upon that fact as affording a ground for a general increase of pay. There is a system of rewards for men who display more professional intelligence than is to be expected from a zealous and efficient member of the Force.

38. We are unable to accept the statement that the discharge of police duty involves greater responsibility in Ireland than in England; the contrary appears to be the fact. Patrolling is the chief duty of the Police in both countries. In Ireland all patrols, in the daytime as well as at night, consist of not less than two men; in England, as well as in the rest of Great Britain, the Police patrol singly, both by night and day. It is only on very special occasions that a patrol is strengthened by a second man, and that only at night. It is therefore evident that individual responsibility is not so great in the Irish Constabulary as it is in the Police Forces of Great Britain. Single patrolling, at night especially, not only involves much greater individual responsibility than double patrolling, but it is also more dangerous and more irksome. In Ireland a Policeman on duty, except when doing "beat" by day in the cities, has always a companion.

39. Some of the witnesses asserted that the duties of the Irish Constabulary are more dangerous than those of the Police in England. We are not in possession of statistics showing the retirements from the English Forces caused by injuries received in the execution of duty. In the Royal Irish Constabulary, during the last ten years, only seven men have retired from the Force owing to injuries so received, that is not one per year out of a Force varying from 12,000 to 10,000 men. It would appear that the proportion in England is much higher. The Chief Constable of West Yorkshire stated in evidence that the duties of the Police in his county are very arduous and involve very great risks, that he has had several men murdered during his twenty-five years' connection with his Force. In Birmingham, which has a Force of 700 men, pensions are being paid to five men, who retired during the last ten years owing to injuries received on duty. In 1897 a Constable was killed on duty in that city.

The crime of burglary, which is so common in England, also adds considerably to the danger attached to the discharge of Police duties in that country. It is a well known fact that on many occasions Policemen in England, in encounters, often single-handed, with armed burglars, have either lost their lives or have been so injured as to become permanently disabled.

#### CAUSES OF VARIATION IN PAY OF POLICE FORCES IN GREAT BRITAIN.

40. We have compared certain City Forces in Ireland with City Forces in Great Britain, and the main body of the Royal Irish Constabulary with the County Forces in Great Britain. We cannot accept the theory that a Police Force which is discharging mainly rural duties, no matter how high a character it bears, should be compared as to pay with the Forces of large and important cities, either in England or elsewhere. The nature of the duties, the cost of living, and the general conditions of service, are entirely different.

It is now necessary to examine into the reasons why the rates of pay of some Police Forces in Great Britain are higher, not only than those of the Irish Constabulary, but also than the rates of pay of other Police Forces in Great Britain.

It has been conclusively shown by the evidence given before us, and before the Committee of Inquiry of 1882, that the rates of pay of the Police Forces in Great Britain are ruled by the cost of labour in the respective localities. In the purely agricultural counties the pay of the Police is low; in the manufacturing and mining counties it is higher. The rates of pay are not dependent on the efficiency of the Forces, or on the nature of the duties they discharge.

41. On this subject it will be instructive to quote the average weekly earnings of ordinary labourers in the United Kingdom in 1898, taken from Mr. Wilson Fox's "Report on the Wages and Earnings of Agricultural Labourers in the United Kingdom," published by the Board of Trade (Labour Depart-

ment) last year. The following were the rates in various localities:—

Map. Appendix  
XVII.

Lanarkshire, 21s. 5d.; Durham, 20s. 9d.; Northumberland, 20s. 2d.; Lancashire, 19s. 4d.; Glamorganshire, 19s. 1d.; Cumberland and Westmoreland, 18s. 9d.; Yorkshire, W.R., 18s. 7d.; Perthshire, 18s. 2d.; Aberdeenshire, 17s. 11d.; Lincolnshire, 17s. 9d.; Shropshire, 17s. 5d.; Carnarvonshire, 17s. 2d.; Cornwall, 16s. 7d.; Devonshire, 16s. 4d.; Bedfordshire, 16s. 2d.; Gloucestershire, 15s. 1d.; Wiltshire 15s.; Dublin County, 12s. 7d.; Co. Down, 12s. 5d.; Co. Carlow, 10s. 8d.; Co. Cavan, 9s. 9d.; Co. Mayo, 8s. 7d. These figures indicate very clearly the widely different conditions prevailing in various parts of the United Kingdom.

The gradations in Police pay in England, Wales, and Scotland follow very closely the gradations in the weekly earnings of the ordinary labourers in the respective localities. If the operation of that principle extended to Ireland the pay of the Irish Constabulary would be lower than that of the lowest paid Forces in Great Britain.

The maximum pay of the Constables in the County Police Forces in Great Britain exceed the wages of the ordinary labourers in their respective Counties by from 9s. to 18s. per week. The maximum pay of a Constable in the Irish Constabulary, viz., 27s. per week, exceeds the wages of ordinary labourers in Ireland by from 14s. to 18s. per week.

42. As stated in the Memorials the pay of several of the English Police Forces has been increased during the last twenty years; but it is clear from the evidence of the English Chief Constables that these increases were necessitated by the fact that the Local Authorities found they were unable to fill vacancies in their Forces, or to retain their men at the then existing rates of pay. Some of these increases took place at short intervals owing to a rapid recurrence of the same cause.

Evidence,  
Qs. 8856-9  
7875-7.

43. In England in 1899, the last year as to which the information has been published, there were, exclusive of the two London Police Forces, 941 resignations out of 27,719 men, or almost 3½ per cent. In Scotland, in the year 1900, there were 469 resignations out of a total Force of 5,151 men, that is over 9 per cent.

Consta-  
bulary  
Reports,  
England,  
1899.

In Ireland in 1900 the resignations from the Royal Irish Constabulary did not reach 1 per cent., although it was in that year that members of the Force resigned on volunteering for service in South Africa. In Scotland great difficulty has been experienced in obtaining recruits. His Majesty's Inspector of Constabulary for that country stated in his evidence that the Police Authorities there have, as a rule, to advertise for recruits, and sometimes unsuccessfully; the same difficulty exists in many parts of England.

Consta-  
bulary  
Reports,  
Scotland,  
1900.

In the Royal Irish Constabulary the resignations are few, and the supply of recruits is amply sufficient. During the ten years 1891-1900, there were 767 resignations—that is, an average of 76·7 resignations per year in a Force of from 12,293 men in 1891 to 10,921 in 1900. In 1895 the resignations fell as low as 56 in 11,726 men—that is, less than one half per cent. In only a single year did they reach one per cent.—namely, in 1891, when 121 men resigned out of a Force of 12,293 men.

Evidence,  
Q. 1962-62.

For the ten years mentioned the average number of candidates enrolled in each year was 690, the highest numbers being 1,129 in 1894, 981 in 1895, 863 in 1899, and 746 last year. During the decade the Force has been reduced by 1,351 men. Of the 6,900 candidates enrolled, no less than 940 were sons of members or ex-members of the Constabulary, and were therefore in a position to know accurately the nature of the life and the conditions of service.

Appendix  
VI.

The total number of candidates awaiting appointment to the Force on the 31st December last was 908.

App  
VI.

The foregoing statistics clearly indicate that service in the Royal Irish Constabulary is one of the best and most attractive employments in the country.

App  
VI.

44. The claim of the men of the Irish Constabulary that they should be paid as well as the best-paid Forces in England really amounts to an assertion that the pay of Police in Ireland should be ruled, not by conditions prevailing

in Ireland, but by the widely different conditions which happen to prevail in a few selected localities in England—in other words, that the rates of pay in Ireland should be raised because the cost of labour is high in such places as Lancashire or Durham.

The fact that the Royal Irish Constabulary deservedly bears, and has borne for many years, a high reputation for discipline and efficiency, does not appear to us to afford an adequate ground for fixing for it rates of pay in excess of those at which suitable recruits can be procured and retained in the service. If the general principles which rule the rates of pay of the Police Forces of Great Britain were to be strictly applied to the pay of the Royal Irish Constabulary, it would probably be not as high as it now is.

45. We do not suggest that Police pay in Ireland—a mainly agricultural country where wages are low—should be regulated solely by the law of supply and demand. We believe that the rates of pay as at present fixed are sufficient to attract an excellent class of recruits to the Force, and to maintain them while in it in the condition of comfort and independence which is necessary in order to ensure the efficient discharge of the duties of their position.

46. We are, however, of opinion that there should be a somewhat greater difference between the pay of Sergeants and Constables, and between the pay of First Grade Sergeants and the junior Head Constables, and that Head Constables, Sergeants, and Acting-Sergeants in charge of stations should have an extra allowance, in view of their increased work and greater responsibility. We also think that a Constable should arrive at his maximum pay at an earlier service.

#### REPRESENTATIONS AS TO PENSIONS.

47. The claims of the representatives of the Force as to pensions followed those generally set forth in the various Memorials. Some witnesses asked that pay for purposes of pension should include allowance for lodging, estimated value of clothing, and allowance paid to doctors for medical attendance.

It was also claimed that service at which a pension could be obtained, of course on medical certificate, should commence at ten years instead of fifteen as at present; pension in all cases to be calculated on the pay at the date of retirement, and not on the average pay of the preceding three years.

The scales of pensions suggested in the Memorials are far beyond any pension scale known in the public service of the present day.

48. The principal ground on which such a large increase of the pension rates is claimed is the alleged difficulty Pensioners from the Force meet with in obtaining employment owing to the fact of their having served the Government. It is unquestionable that in parts of Ireland certain public bodies are unwilling to employ Police pensioners, but the number of posts at the disposal of these bodies is very limited, and it is quite possible that the feeling which inspires such action may not be of a lasting character.

It would be obviously impossible to establish an exceptional Pension Scale for the Royal Irish Constabulary in order to meet a condition of affairs which prevails only in parts of Ireland, and which is not necessarily of a permanent nature.

In Ireland, outside Dublin, there are 5,553 Constabulary Pensioners. Of these more than 50 per cent. are employed, that is 1,872 are in business for themselves, and 1,279 are in situations. It is to be assumed that of the 2,702 unemployed pensioners, many are men of advanced age and unfit for work.

The chief cause of the difficulty which pensioners meet with in getting employment is the fact that there is a strong feeling amongst the wage-earning classes that men in receipt of pensions compete unfairly with ordinary workers in being able to sell their labour at a lower price. This feeling prevails in Great Britain as well as in Ireland, but, more especially in Ireland, as there being no limit of age for retirement in the Irish Constabulary, members of that Force are enabled to retire on pension at an early age when they are physically as fit for work as at any period of their service.

49. In the ten years ending 30th November, 1900, 460 men of under 45 years of age retired from the Force, viz., 18 Head Constables, 242 Sergeants, and 205 Acting Sergeants and Constables.

There are, at present, 588 Head Constables on the pension list, the number in the Force being 252.

There are 2,828 Sergeants on the pension list: the number in the Force is 1,859.

The pay for 1901-2 of the Head Constables and Sergeants in the Force amounts to £171,046; the charge for pensions to Ex-Head Constables and Sergeants for the same year is £207,906.

The cause of the non-effective being so largely in excess of the effective change is of course due to the fact that the members of the Irish Constabulary are allowed to retire at such early ages.

#### *Pension Scales in Great Britain.*

50. In Scotland no member of a Police Force can reckon service for pension before twenty-one years of age, nor can he retire if a Sergeant or Constable before fifty-five years of age, or if an Inspector before sixty years of age, and to attain the maximum pension of two-thirds of pay he must serve for thirty-four years.

In England the pension scale is more favourable; most of the Local Authorities have adopted the maximum scale prescribed by the Police (England) Act, 1890, viz., thirty-one fiftieths of pay on completion of 25 years' service, and the maximum pension of two-thirds of pay on completion of 28 years' service.

In many places in England, however, the Local Authorities have adopted an age limit for retirement, varying from 50 to 55 years for Sergeants and Constables, and up to 60 years of age for men above the rank of Sergeant.

His Majesty's Inspector of Constabulary for the Northern District of England, in his report for the year 1900, says:—

There is a strong feeling in many places to guard against the retirement of men as soon as they have, by their length of service, earned their pensions, and in consequence, several boroughs and some counties have re-adopted a future age limit; in some places, of 52 years for Constables and Sergeants, and of 55 years for Officers.

The maximum pension in Ireland, as in England, is two-thirds of pay, but this maximum is obtainable in England three years sooner than in Ireland, and the scale of pensions on retirement at 25 years' service is one-fiftieth better in England than in Ireland. On the other hand, in England the adoption of even the lowest age limit, that is fifty years of age, precludes a Sergeant or Constable from taking advantage of optional retirement on completion of 28 years' service, unless he happened to have joined the Force at, or later, than 25 years of age, and a man joining at 21 years of age should serve for 29 years to obtain his maximum pension of two-thirds of pay.

In no branch of the Civil Service is a larger pension given than two-thirds of pay, and in the ordinary Civil Service that scale is not attained until after the completion of 40 years' service.

If the English scale were applied to Ireland, without age limits, many members of the Irish Constabulary could retire on their highest pension at the age of 44 years and upwards, as recruits who are sons of members of the Force are accepted at the age of 18, and other recruits at 19 years of age, and commence to count service for pension at those ages. There are, in fact, men now serving in the Force who joined at an earlier age than 18 years.

In England retirements do not take place at such early ages, even where there is no age limit for retirement, owing either to the adoption of the rule as to not reckoning service for pension before twenty-one years of age, or to the fact that recruits in most Police Forces are not accepted until they have attained that age.

#### *COMPENSATION FOR INJURIES TO POLICEMEN IN IRELAND.*

51. A statutable provision, peculiar to Ireland, as to compensation—payable from the county rates—to Peace Officers injured in bringing offenders to justice, confers on the Irish Policeman a pecuniary advantage not open to the men of the English and Scottish Forces. Several members of the Irish

Appendix X.

Estimates for 1901-2, page 351.

Appendix IX.

Evidence, 1940-6.

Appendix IX.

Evidence, 1940-6.

Appendix IX.

Evidence, Q. 394.

8 &amp; 7 Wm. IV., cap. 116, sec. 106.

Constabulary who have received such compensation, amounting in some cases to several hundreds of pounds, are still serving in the Force, their injuries not having been of such a serious nature as to necessitate their retirement.

#### PESSIONS TO WIDOWS IN IRELAND AND IN GREAT BRITAIN.

52. The claims in the Memorials as to pensions to widows and allowances to children were supported generally by the men's representatives, who appeared to be unaware that the widows and children of the men of the Irish Constabulary have advantages in this respect which do not obtain in the Police Forces of England or Scotland.

In Ireland the widow of a Policeman of over 15 years' service, even when her husband has died from natural causes, is entitled to a pension of £10 a year for life, or until she re-marries, and his children, if any, to an allowance of £2 10s. a year each up to fifteen years of age.

If a Policeman in Great Britain, or a person in ordinary civil life, desired to secure such a pension for his widow and such allowances for his children, he would have to pay an annual premium varying of course according to his own or his wife's age, and the number and ages of his children; but, in the case of an average sized family, not likely to be a lesser sum than £5 or £6 per annum.

A woman of 40 years of age, to purchase in an Insurance office an annuity of £10 per annum, would have to pay a capital sum of about £197.

In England pensions are granted to widows and allowances to children only when the husband has been killed in the execution of his duty, or has died from injuries received in the execution of his duty, and are not to exceed for the widows of Sergeants and Constables £15 per annum, and for their children £2 10s. per annum.

It would be unreasonable that the widow of a Sergeant or Constable of the Irish Constabulary, who has died from natural causes, should receive a pension of £20 a year, as is claimed in some of the Memorials, when the pension to the widow of an English Sergeant or Constable killed in the execution of his duty is limited to £15 a year. In England the children of a Sergeant or Constable killed in the execution of his duty do not receive a larger allowance than the children of an Irish Policeman who dies from natural causes.

In Ireland, under the 6th and 7th Wm. IV., cap. 116, sect. 106, already quoted, the widow of a peace officer killed in bringing offenders to justice, can claim and obtain a considerable sum of money as compensation for the loss of her husband.

We do not recommend any alteration in the statutable provisions affecting the widows and children of deceased members of the Irish Constabulary. It is obvious that they are of a much more generous and advantageous character than those contained in the English and Scottish Pension Acts.

#### THE IRISH CONSTABULARY PENSION CHARGE.

53. The dimensions to which the Irish Constabulary pension charge has reached is a matter for grave consideration. For the financial year 1901-2 it amounts, for the pensioned Head and other Constables alone, to the sum of £388,277, and in the absence of an age limit for retirement, and under the present system of recruiting, there is no prospect of its diminution.

54. Whether it is considered desirable or not to amend the Irish Pension scale, we are strongly of opinion that any legislative measure which may be brought in dealing with the Irish Constabulary should contain a provision establishing an age limit of at least 50 years of age before which no future member of the Force could retire.

To deal with the situation pending legislation, we recommend that the minimum age at which recruits are admitted to the Force should be raised to 21 years; this will, at least, obviate voluntary retirements before 46 years of age.

## CALCULATION OF PAY FOR PENSION.

55. The provision as to calculating pension on the average of the annual pay received during the three years preceding retirement, is a necessary one; it is also contained in the Police (England) Act, 1890. If pension were calculated on the pay at the date of retirement, a member of a Police <sup>Part III.</sup> Force, if over 25 years' service, could immediately, on attaining a higher rank, retire on the basis of the higher pay of that rank.

We cannot recommend, as is asked in some of the Memorials, that the lodging allowance, which is payable to married men only so long as they cannot be accommodated in Barracks, should be included in pay for purposes of pension. The inclusion of the estimated value of clothing and of medical attendance would be absolutely without precedent.

## ALLOWANCES.

56. As already stated, the elected witnesses ignored the references in the Memorials to the subject of allowances. When questioned as to them they stated they were instructed not to make any representations as to allowances, but to confine themselves to the questions of pay and pension.

*Lodging Allowance.*

57. Although the elected witnesses made no representations on the subject of the lodging allowance, we are satisfied from the evidence of Officers of the Force that the inadequacy of that allowance was the main, if not the only, cause of dissatisfaction in the Force up to the beginning of this year. We therefore feel bound to deal with the question at some length.

Evidence,  
Qs. 1652-3,  
8526-34.

We have received Returns from the Constabulary Authorities showing that 3,235 married men of the Force provide themselves with houses or lodgings.

Those of them who are of over ten years' service receive a lodging allowance, as a rent assistance, of 1s. per week.

The rents paid are as follows:—

191 men	pay 2s. or under per week.
285 "	pay from 2s. 6d. to 3s. per week.
984 "	pay from 3s. 6d. to 4s. per week.
654 "	pay from 4s. 6d. to 5s. per week.
275 "	pay from 5s. 6d. to 6s. per week.
173 "	pay from 6s. 6d. to 7s. per week.
47 "	pay from 7s. 6d. to 8s. per week.
24 "	pay from 8s. 6d. to 9s. per week.
20 "	pay from 9s. 6d. to 10s. per week.
1 man	pays 11s. per week.
1 "	pays 11s. 6d. per week.

The 191 men who pay 2s. or under per week as rent are financially either as well off, or are better off, than the married men accommodated in Barracks.

The raising of the lodging allowance to 2s. per week would place in the same category 985 men more, if they are of over ten years' service; that is, the 1,176 men who pay 3s. or under per week as rent would be financially either as well off, or would be better off, than the men accommodated in Barracks so far as their rent fell below 3s. per week.

The 1,518 men who pay from 3s. 6d. to 5s. per week rent, if in receipt of a 2s. per week lodging allowance, would be financially worse off than the men in Barracks by from 6d. to 2s. per week, and the 448 men who pay from 5s. 6d. to 7s. per week, would, if over the ten years' limit of service, be from 2s. 6d. to 4s. per week worse off than the men in Barracks.

The 93 men who pay from 7s. 6d. to 11s. 6d. per week as rent, may be looked upon as exceptionally circumstanced. It is certain that such rents are paid by men who are not dependent on their ordinary pay and allowances, and may therefore be excluded from special consideration.

We recognise the difficulty of fixing, as an assistance towards rent, a lodging allowance which would either cover, or more than cover, the rents paid by 1,176 out of 3,235 men.

It is, however, probable that a considerable proportion of the men who pay 3s. per week and under as rent are either Constables of under ten years' service, who do not receive lodging allowance, and who at the beginning of their married lives pay small rents, or are men who being on one of the lower rates of pay, and in view of the comparative smallness of the present lodging allowance, have taken inferior houses. On these grounds we consider that it would not be unreasonable to increase the lodging allowance to 2s. per week.

#### *Allowance for making up Uniform Clothing.*

58. We consider that the present allowance for making up uniform clothing, which has been proved to be insufficient, should be increased to such a sum as will ensure uniform being supplied to the men of the various ranks free of cost, as it is supposed to be.

#### *Transfer Expenses of Married Men.*

59. Some of the Memorials ask that the expenses of moving the families and furniture of married men who are transferred for the benefit of the public service, and not on punishment, should be a public charge. Under the existing regulations this is so as regards furniture, a fact of which the Memorialists appear to have been unaware. We consider that in all transfers where a married man's own travelling expenses are paid, the travelling expenses of his wife and children should also be defrayed at public cost.

#### *Married Men on Temporary Transfer.*

60. Married men sent on temporary transfer, and thereby separated from their families, appear to suffer pecuniary loss which is far from being recouped by the existing allowance of 6d. per night for seven nights. We are of opinion that it would not be unreasonable that men so circumstanced should receive a separation allowance of 1s. per day for a period not exceeding one month.

#### *Subsistence Allowances.*

61. It has not been sufficiently shown in evidence that the present subsistence allowances are inadequate for the purposes for which they are granted.

#### *DEDUCTIONS FROM PAY FOR ACCOMMODATION IN BARRACKS.*

62. The statement in some of the Memorials, repeated by various witnesses, to the effect that the men of the Force are paying rent for buildings which are Government offices and used for public purposes, namely, for offices, stores, and "lockups," is not supported by the facts.

The total deductions from pay in the year 1900-1 for accommodation in Barracks was £18,000. The rent of the Constabulary Barracks in Ireland for the same year was £83,552; rates and other charges bring the total cost to over £40,000 per annum. Therefore the deduction from the pay of the men does not cover half of the cost of the buildings in which they are accommodated. In the Police Forces of England deductions are made from pay for accommodation in Stations or County houses.

We do not see any valid reasons why the men of the Irish Constabulary should be specially exempted from this deduction, and we are, therefore, unable to recommend that the statutable provision on the subject should be repealed.

#### *THE RANK OF ACTING SERGEANT.*

63. The elected witnesses generally supported the claim in the Memorials that the rank of Acting Sergeant should be abolished, on the ground that men of that rank perform the duties of Sergeants, and should, therefore, hold the same rank and receive the same pay.

The grade of Acting Sergeant is preparatory to promotion to the higher rank; the pay attached to the post is 28s. per week, that is 6s. per week more than a Constable of seven years' service, 4s. per week more than a Constable of twelve years' service, and 1s. per week more than a Constable of

over twenty years' service. A Constable promoted to the rank of Acting Sergeant at an early service, as many are, receives a material increase of pay. IV.

We consider that the rank is a useful one in the Irish Constabulary, and we recommend that it be retained.

#### THE CONSTABULARY FORCE FUND (BENEFIT BRANCH).

64. The statements in some of the Memorials as to the Constabulary Force Fund (Benefit Branch) were not supported by the representatives of the men.

Of all the witnesses examined only two or three referred to the subject. We, therefore, have no grounds for believing that any general dissatisfaction exists in the Force as to the administration of the Fund.

One witness asked that there should be a yearly audit of the accounts.

The Commissioners for the reduction of the National Debt hold the accumulated capital of the Fund. The subscribers to it are confined to members of the Force who joined before the 18th June, 1883.

Evidence,  
Q. 7834.

#### RECOMMENDATIONS OF COMMITTEE.

65. Having now concluded our observations on the various Memorials, and on the evidence given before us by the representatives of the Force, we beg to submit the following recommendations for the consideration of Your Excellency and the Government.

We divide our recommendations into two classes:—

1st.—Those which would entail legislation.

2nd.—Those which do not require an appeal to Parliament.

#### *Recommendations entailing Legislation.*

66.—I. That Constables of over nine years' service should receive their existing increments of pay at the following periods:—

	s. d.
9 to 11 years' service,	24 0 per week.
11 to 13 years' service,	25 0 per week.
13 to 15 years' service,	26 0 per week.
15 years' service and over,	27 0 per week.

II. That the rates of pay of Sergeants be increased as follows:—

	s. d.	s. d.
Sergeants over 4 years in rank from	31	0 to 33
	0 per week.	0 per week.
Sergeants under 4 years in rank from	29	0 to 30
	0 per week.	0 per week.

III. That the 3rd grade for Head Constables be abolished, the initial salary of the rank to be that of the 2nd grade (£97 10s. per annum), and that the maximum (£104 per annum) be attained after 5 years' service in the rank, instead of 6 years as at present.

67. The changes if carried out would affect, of the men now serving:—

1,676 Constables of between 15 and 20 years' service.
653 Constables of between 13 and 15 years' service.
299 Constables of between 11 and 13 years' service.
1,204 Sergeants of over 4 years' in rank.
655 Sergeants of under 4 years' in rank.
27 Head Constables in their 6th year in rank.
81 Head Constables of under 3 years in rank.

#### *Recommendations not entailing Legislation.*

68.—IV. That the existing lodging allowance of 1s. per week to married men of all ranks of over ten years' service, who are not accommodated in barracks, be increased to 2s. per week.

V. That Head Constables in charge of stations (including the Head Constable-Major at the Depot) and Sergeants or Acting-Sergeants in charge of stations should receive an allowance of 2s. per week as "charge pay." Owing to the exigencies of the Service or to other causes, members of the Force are not kept continuously in charge of stations; it is therefore necessary that "charge pay" should take the form of an allowance, and not that of pensionable pay.

There are 1,475 stations in charge of Head Constables, Sergeants, or Acting-Sergeants.

VI. That married men separated from their families by temporary transfer should receive a separation allowance of 1s. per day, for a period not exceeding one month.

VII. That the allowance for making up uniform clothing be fixed at such a sum as will ensure its being supplied to the men of the various ranks, free of cost.

VIII. That the expenses of moving the families of married men, who are transferred for the benefit of the public service, and not on punishment, should be defrayed at the public cost.

#### ESTIMATED ADDITION TO CONSTABULARY VOTE.

69. We estimate that the carrying into effect of our recommendations would entail an addition to the Constabulary Vote of about £33,600 per annum, distributed as follows:—

##### 70. *Requiring Legislation*—

I. Shortening the periods at which Constables receive increments of pay,	£6,833
II. The addition of 1s. per week to the existing rates of pay of both grades of Sergeant,	£4,833
III. Abolishing 3rd grade of Head Constable, thereby raising the initial salary of the rank to £97 10s. per annum, and the shortening of the period for increment from six to five years,	£700
	£12,365

##### 71. *Without Legislation*—

IV. The doubling of the existing lodging allowance,	£8,860
V. The granting of "charge pay" of 2s. per week to Head Constables, Sergeants, and Acting-Sergeants in charge of Stations,	£7,675
VI. The granting of a separation allowance of 1s. per day to married men sent on temporary transfer, about	£700
VII. The increasing of the existing allowance for making up uniform clothing would probably amount to an additional annual charge of	£3,000
VIII. The expenses of moving the families of married men transferred at the public expense, about	£1,000
Estimated Total Additional Cost,	£33,600

#### CONCLUSION.

72. Before concluding our Report, we desire to express our appreciation of the assistance rendered to the Committee by the Inspector-General of the Royal Irish Constabulary, and his Private Secretary, Mr. E. M. P. Wynne, and the other officers of the Force, in affording us information and facilitating our proceedings.

Our special thanks are due to the officials of the Finance Department of the Constabulary Office, who, under the authority of the Inspector-General, furnished us with much valuable statistical information.

We also desire to express our thanks to His Majesty's Inspector of Constabulary for Scotland, and the Chief Constables of Great Britain, for their attendance before the Committee, and their readiness in affording all information required.

We are indebted to the Commissioner of the London City Police for his courtesy in permitting the attendance before us of the Superintendent and Chief Clerk of that Force, who gave important evidence.

The Secretarial work for the Committee has been most satisfactorily discharged by our Secretary, Mr. John T. Drennan, B.I., of the Registration of Titles Office, Dublin. He has shown remarkable skill and industry in the arrangement of business, and in the preparation of numerous and complex documents required in the course of the Inquiry.

Our shorthand writer, Mr. Macartney, supplied us with full and accurate reports of the evidence given before us.

We have the honour to be

Your Excellency's

Most obedient Servants,

C. E. HOWARD VINCENT, *Chairman.*

R. W. A. HOLMES.

ROBERT F. STARKIE.